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READJUSTMENT PROGRAM VS EQUAL. (U) ARMY MISSILE COMMAND
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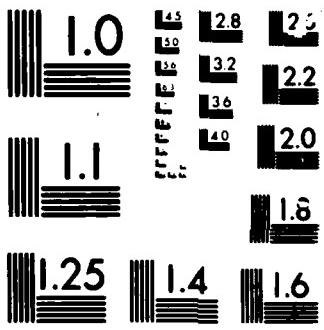
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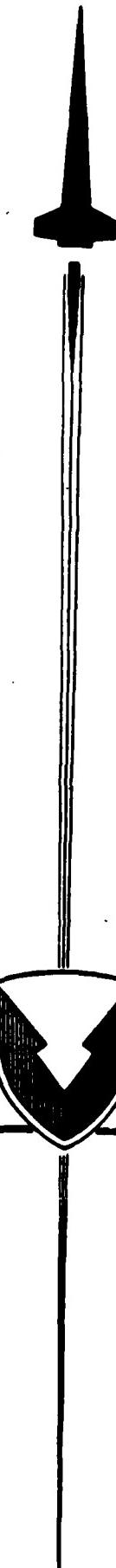




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TECHNICAL REPORT CPO-86-2

CONFICTING RECRUITMENT POLICIES;
VETERAN'S READJUSTMENT PROGRAM VS
EQUAL EMPLOYMENT OPPORTUNITY FOR WHITE FEMALES
THROUGH FY 84 - FINAL REPORT

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R. Bryan Kennedy, Ed.D.
Civilian Personnel Office
US Army Missile Command

February 1986



U.S. ARMY MISSILE COMMAND
Redstone Arsenal, Alabama 35898-5000

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PREFACE

The Veteran's Readjustment Program was to expire at the end of FY 84; however, it was extended for two years, beginning with FY 85, and the grade levels for recruitment were expanded to GS-1 through GS-9. This increased grade level for hiring will very likely influence the program in future recruitment of targeted personnel; therefore, it is appropriate to conduct a study and determine results of the program prior to its expansion to recruit at the GS-9 level. This is the final report concerning the Veteran's Readjustment Program for recruiting white females into the U.S. Army Missile Command workforce at grades GS-1 through GS-7. Presented is an analysis of the program from FY 78, when the program was initiated, through FY 84, the last year of recruitment with the grade limitation. Technical Report CPO-84-2, previously published, analyzed the program at the U.S. Army Missile Command for the period FY 78 through FY 83.

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TABLE OF CONTENTS

	PAGE
I. INTRODUCTION.....	1
II. U.S. ARMY MISSILE COMMAND.....	2
III. OVERVIEW OF PERSONNEL MANAGEMENT IN THE FEDERAL SECTOR.....	3
IV. VETERAN'S READJUSTMENT APPOINTMENTS.....	4
V. EQUAL EMPLOYMENT OPPORTUNITY.....	5
VI. RESULTS.....	10
VII. DISCUSSION.....	12
VIII. IMPLICATIONS.....	12
RECOMMENDATIONS FOR FURTHER STUDY.....	13
REFERENCES.....	14
DEFINITION OF TERMS.....	15
APPENDIX.....	A-1
APPENDIX - REFERENCES.....	A-6

I. INTRODUCTION

This year marks the 41st anniversary of the passage of the Veteran's Preference Act which was passed during the height of World War II by a grateful and supporting congress. Supporters of veteran's preference felt it would help the discharged servicemen readjust to civilian life. Further, it was argued that those who had remained at home as civilians had acquired a tremendous head start financially over servicemen, and that some type of assistance was appropriate in order to help veterans regain the lost ground.

Actually veterans had been granted certain preferential hiring treatment from the time of the Revolutionary War, and the idea of granting veterans certain privileges not accorded the rest of society had apparently been accepted into the nation's collective consciousness. The passage of the Veteran's Preference Act gave a complete new look to the personnel program within the Federal Government and would effect many other personnel program procedures in both local and state governments.

According to the Comptroller General's report to the Congress (1), the Federal Government employs over 2.3 million civilians full time. Each year the Federal personnel system processes over 200,000 new appointments and over 2 million other personnel actions. As the nation's largest employer, the Federal Government has a tremendous influence over the course of personnel administration within the entire country. Since the money to operate the Federal Government comes from public funds, citizens feel free to express their opinions concerning perceived inequities in the expenditures of Federal money.

Since the 1960's, various groups within American society have begun to question whether or not veteran's preference is proper and justifiable in terms of sound personnel management. In spite of these questions and regardless of the fact that there was a deep division within the country over the Vietnam conflict, veteran's groups and veteran's supporters pushed for special legislation for veterans of the Vietnam conflict.

Vietnam veterans were experiencing high unemployment rates and other adjustment problems in the middle and late 1960's. Some special adjustment problems of Vietnam veterans are discussed in the Appendix. Executive Order 11397 (2) was issued in response to these adjustment problems by allowing Vietnam Era Veterans (VEV's) to be considered outside the normal Civil Service Commission recruitment procedures for Federal positions. While this legislation was hailed by veteran's groups, other groups were not pleased. Debate over the Civil Service Reform Act during President Carter's administration revealed that some groups wanted to cut back the hiring preference granted under the Veteran's Preference Act of 1944 and the retention or reduction in force protection provided to veterans. It is considered as a sign of the strength of various veteran's groups within the country that the final version of the Civil Service Reform Act granted additional consideration to veterans in both hiring and retention procedures.

This study investigates, analyzes, and compares how well white females fared under the Veteran's Readjustment Program at the U.S. Army Missile Command compared to traditional recruitment procedures. Recruitment data

for fiscal year (FY) 78 through FY 84 grades 1 through 7 was gathered and mean percentages were developed to determine if significant differences existed in the percentage of white females recruited by the two programs.

An intensive review of literature was conducted concerning the adjustment problems of Vietnam Era Veterans and the problems of white female non-veterans in obtaining Federal employment. While non-veteran males face the same problems as non-veteran females, males have not been excluded from the draft by national public policy as have females.

II. U.S. ARMY MISSILE COMMAND

The U.S. Army Missile Command is responsible for the total life cycle management of all Army missile systems. Total life cycle management includes research, development, testing, procurement, production management, quality assurance, supply, materiel maintenance management, and foreign military sales. In FY 83, \$4.834 billion were appropriated for procurement of supplies, missile hardware, and services that were needed to perform the U.S. Army Missile Command's mission. There are more than 8,000 civilian and approximately 1,000 military employees assigned to this command.

According to Blau and Scott (3), individuals live in organizations. These organizations may be as simple as the family or as complex as an organization structured to explore outer space. The U.S. Army Missile Command certainly falls into the extremely technical and complex end of the spectrum for organization classification.

In organizations, personnel costs are one of the primary drivers for total expenditure of money. While most organizations have equipment and buildings, the recruitment, training, retention, and proper utilization of employees often takes the greater part of a budget. How well an organization manages the work force often predicts its success or failure.

The fact that the U.S. Army Missile Command depends on both military and civilian employees makes it unlike other organizations outside the Department of Defense. Civilian and military employees are regulated by separate authority but must work together to accomplish the overall mission.

III. OVERVIEW OF PERSONNEL MANAGEMENT IN THE FEDERAL SECTOR

It seems that the founding fathers perceived that the nation had need for a military establishment as soon as they perceived that a new nation was possible. From the very beginning, civilians have worked with the military. According to Baker (4), civilians were employed as riflemakers, quartermasters, and physicians as early as 1775. The military recruited civilians directly from the population by the use of contract terms.

As time passed, political and personal connections gained more and more influence in the recruitment and selection process. Each Presidential election would bring about a large scale turnover in Federal employees. This system of personnel management became known as the spoils system and created an unhealthy environment for employees and job applicants which led to less efficient government. The spoils system was also adopted by state governments. The interplay and exchange of ideas and practices between the Federal and state governments seemed to give additional impetus to the growth of the spoils system. Lacking strong or well organized opposition at the national level, the spoils system became accepted by the major political parties.

When Thomas Jefferson was inaugurated President in 1801, he found himself in control of a system staffed almost entirely by the opposition party who had lifetime tenure in Government positions. In an effort to reward his own supporters and to gain control of the Government he moved to eliminate many of the office holders. According to Baker (4), Jefferson is credited with initiating the spoils system in the Federal sector, but the Jackson administration is credited with making the system an art.

While there had been some opposition to the spoils system in the early 1800's in the form of pamphlets and newspaper articles, no organized serious opposition emerged until after the Civil War. As a result of corruption and mismanagement in President Grant's administration, civil service reform became a visible national political issue. In August 1881 a National Civil Service Reform League was organized. A propaganda effort was waged through the use of monographs and pamphlets. This early opposition primarily addressed ethical and moral principles rather than economy and efficiency.

The history of mankind often reveals that it requires an extreme act to bring change about. Such an act occurred in 1881 when Charles J. Guiteau, a disappointed office seeker, assassinated President James Garfield. As a result of the assassination, public opinion solidified against the spoils system and magazines and newspapers began to attack its practices.

In 1883 Congress passed the Civil Service Act which among other things established the Civil Service Commission (the name was changed in 1978 to Office of Personnel Management). The Civil Service Commission was empowered to administer and systematize Federal hiring on the basis of merit and fitness. The commission was not immediately effective and some political scientists blame this early ineffectiveness on the fact that the commission was created from a negative standpoint. The commission was charged with insuring that Government agencies refrain from certain practices rather than applying effective personnel management practices. Scholars who have made a study of the early effectiveness of the Civil Service Commission are often highly critical of the lack of effective administration.

The Office of Personnel Management is charged with assisting Federal agencies in administering the Federal personnel program and in so doing administers provisions of the Civil Service Act of 1883, the Veteran's Preference Act of 1944, the Civil Service Reform Act of 1978, and various executive orders and laws. The Office of Personnel Management is headquartered in Washington, D.C., has 10 regional offices, and area offices in various states. According to the Comptroller General's Report to the Congress (5), during FY 78 the Office of Personnel Management spent approximately \$35.4 million on examination and referral of applicants, processed 1.6 million applications, and referred 1.1 million applicants to Federal agencies from which 152,771 selections were made.

IV. VETERAN'S READJUSTMENT APPOINTMENTS

As outlined in this paper, there is a general acceptance by varied individuals and groups that VEV's suffer unique problems. Some of these problems have been articulated by veterans and veteran's groups while others have been carefully studied and analyzed by scholars and researchers in the helping professions. Veteran's organizations and other interested groups began to lobby Congress and the Executive Branch of Government to grant special consideration for VEV's. Even though veterans already enjoyed special hiring consideration for Federal positions under the Veteran's Preference Act of 1944, groups began to lobby for even more special consideration. As a result of pressures by various groups and the fact that VEV's were suffering from high unemployment rates, the Federal Government began to grant special consideration for Federal positions.

A special authority granting Federal agencies the right to employ non-competitively certain VEV's was established in 1968 by Executive Order 11397 (2). The Transitional Appointment Authority enabled each agency to direct-hire VEV's who had completed not more than 1 year of education above the high school level into jobs at grades General Schedule (GS) 5 or Wage Grade (WG) 5 or below, if appointed within 1 year of military separation. The veteran was required to complete a formal educational program within a period of from 1 to 8 years and was converted to Career or Career-Conditional status upon completion. The educational program was restricted to institutional training, and the veteran was not eligible for position change.

On 26 March 1970, Executive Order 11521 (6) replaced the Transitional Appointment with the Veteran's Readjustment Appointment (VRA) which had several advantages over the former. Eligibility was expanded to include those who had completed not more than 2 years of education above the high school level; the time before conversion was set at a flat 2 years; the training program was changed to extend for not less than 1 year and may include planned on-the-job training, classroom training, or a combination of the two; and the appointees became eligible for noncompetitive movement by reassignment, transfer, or promotion.

On 3 December 1974, Public Law 93-508, the Vietnam Era Veteran's Readjustment Assistance Act (7), became law. Section 403 of that Act incorporated by reference the Veteran's Readjustment Appointment Authority with one change. Where previously the veteran was only eligible for a VRA

appointment for a period of 1 year from separation (or release from hospitalization or treatment immediately following separation from the Armed Forces), that period was extended by the length of time a veteran is continuously enrolled in a program of education on more than a half-time basis, with an additional provision that at least 6 months of eligibility remains when the veteran leaves the program.

On 26 October 1978, Public Law (PL) 95-520 (8) was signed into law liberalizing the Veteran's Readjustment Program to provide improved Federal employment opportunities for VEV's. Under the provisions of this revised program, Federal personnel offices are required to establish an inventory of eligible veterans. The eligibility level of employment was raised from WG-5 and GS-5 to WG-7 and GS-7. The educational limit on compensable disabled veterans was removed.

Recruitment procedures for Vietnam veterans are relatively simple. Each Federal agency including the U.S. Army Missile Command maintains their own inventory of applicants and are not required to request a list of eligibles from the Office of Personnel Management.

At the U.S. Army Missile Command, Vietnam Era veterans file applications directly and are rated for up to five positions of their preference. Federal managers can either utilize traditional Office of Personnel Management procedures to recruit for positions grades 1 through 7 or they can utilize the Veteran's Readjustment Program. If a manager decides to utilize traditional Office of Personnel Management procedures, he/she is restricted to selecting from the top three applicants and cannot pass over or fail to select a veteran to select a non-veteran. Since the Veteran's Readjustment Program rates applicants for basic eligibility and does not further rate, rank, and assign numerical scores, managers are privileged to select from any of the listed eligibles.

As described above, the special authority known as the Veteran's Readjustment Program greatly expanded opportunities for Vietnam Era veterans in the area of Federal employment opportunities. The Veteran's Preference Law of 1944 had granted honorably discharged veterans additional advantages in competing for Federal jobs with other applicants. The Veteran's Readjustment Program provided an avenue for Government employment outside the normal recruitment avenues.

Groups long opposed to veteran's preference in hiring viewed this new program as another form of discrimination against females. The following review of the literature in the area of Equal Employment Opportunity and Affirmative Action is provided to acquaint the reader with the status of females in the Federal service.

V. EQUAL EMPLOYMENT OPPORTUNITY

Women in public service actually antedated the U.S. Government. While there were isolated cases of the appointment of women to Federal positions from the earliest time, there was no general employment of women until the period between 1862 and 1868 when the Treasury Department hired a number of lady clerks. The Civil Service Act of 1883 allowed women to compete in

civil service examinations on the same basis as men. Generally speaking, women received less pay for the same work that males were doing. The Classification Act of 1923 established the concept of equal pay for equal work and pay for each position was determined solely on the basis of the duties and responsibilities of the position. In 1934 the Attorney General ruled that an 1870 law gave agencies the option of requesting men only or women only for filling positions. Men were requested for most professional and executive positions, or when travel was involved, were hazardous, had contact with the public, involved rotating assignments, or exposure to weather. Women were requested for a few occupations (such as nursing or social work), but the majority were employed in positions for which sex was not specified, generally lower graded clerical jobs with limited advancement opportunity.

In 1962, at the request of the President's Commission on the Status of Women, the Attorney General reviewed the former opinion and reversed it. The Civil Service Commission revised the civil service regulations to require specifically that all appointments be made without regard to sex unless exceptions were granted by the Commission. Conditions justifying general exceptions were limited to certain kinds of institutional and custodial employment and law enforcement positions requiring the bearing of firearms. In 1965 Congress repealed the 1870 law to preclude any possibility of reversion to the previous policy. In 1971 the firearms exception was canceled.

The Government was not included in the Civil Rights Act of 1964 but the statute did state that the U.S. policy was to insure nondiscrimination in Federal employment based on race, color, religion, sex, or national origin. Executive Order 11246 issued by President Lyndon B. Johnson on September 24, 1965 (9), transferred Federal equal employment enforcement to the Civil Service Commission.

Executive Order 11375, dated October 13, 1967 (10), prohibited discrimination on the basis of sex. The Civil Service Commission established the Federal Women's Program to enhance the employment and advancement of women as a follow-on of Executive Order 11375. On August 8, 1969, President Nixon issued Executive Order 11478 (11) which stated that "equal employment opportunity must be an integral part of every aspect of personnel policy and practice in the employment, development, advancement, and treatment of civilian employees of the Federal Government" (p.1). Executive Order 11478 set forth a new direction for the Equal Employment Opportunity program and emphasized that each Federal agency was responsible for developing an affirmative action program.

According to the Comptroller General's Report September 9, 1977 (1), the order stated that the government policy was to:

- A. provide equal opportunity in Federal employment for all persons,
- B. prohibit discrimination in employment because of race, color, religion, sex, or national origin,

C. promote full equal employment opportunity through a continuing affirmative action program of each executive department and agency.

This equal opportunity policy was to apply to, and be an integral part of, every aspect of personnel policy and practice in the employment, development, advancement, and treatment of civilian employees of the government.

Under Executive Order 11478 (11), the Civil Service Commission was directed to:

--Review and evaluate program operations.

--Obtain necessary data and report to the President on overall progress.

--Issue appropriate regulations, orders, and instructions with which agencies must comply.

--Provide prompt, fair, and impartial consideration of all complaints involving Federal employment discrimination.

--Provide counseling for employees who believe they have been discriminated against and encourage informal resolution of these matters.

--Provide for appeals of decisions to the Civil Service Commission following impartial review by the Federal agency involved.

The Equal Employment Opportunity Act of 1972 (13) was the legal basis for assuring equal employment opportunities for females and minorities. The Civil Service Commission was assigned responsibility for leadership and enforcement. Under terms of this act, each Federal agency was directed to establish an Equal Employment Opportunity program as a part of the personnel policy. A major thrust of the act was to provide affirmative action for increasing representation of minorities and females in the Federal work force. Agencies were required to continuously report progress made toward Equal Employment Opportunity actions.

Additionally the Civil Service Commission was required to:

--Annually approve national and regional Equal Employment Opportunity plans (commonly referred to as affirmative action plans) submitted by each agency.

--Review and evaluate the operation of agencies' Equal Employment Opportunity programs.

--Publish periodic reports reflecting the Government's progress in providing Equal Employment Opportunity.

The Civil Service Reform Act enacted on October 13, 1978 (14), stated that in order to have a competent, honest, and productive work force, personnel management should be implemented consistent with the merit system principles.

One of the primary principles as defined by the act was that: Recruitment should be from qualified individuals from appropriate sources in an endeavor to achieve a work force from all segments of society, and selection and advancement should be determined solely on the basis of relative ability, knowledge, and skills, after fair and open competition which assures all receive equal opportunity (Public Law 95-454 Civil Service Reform Act, 1978).

Public policy as defined by Congress in the above paragraph and by passage of the Civil Service Reform Act, is to recruit and attract a Federal work force that mirrors the larger society as to race, sex, and ethnic group. Each Federal agency is required to analyze their work force regarding composition of females and minorities and, accordingly, design an affirmative action program that will allow the agency an opportunity to achieve a work force that mirrors the civilian labor force of the recruitment area.

As outlined above, both the executive and legislative branches of the Federal Government have moved boldly to make equal employment opportunity a reality for females who are seeking Federal positions. In spite of all these efforts, charges are still leveled that the practice of granting special consideration to veterans adversely affects the chances of females in seeking Federal employment.

Comptroller General Report, dated September 29, 1977 (12), stated that the policy of giving unlimited lifetime employment preference to all veterans conflicts with the policy of Equal Employment Opportunity for all Federal job applicants. Veterans preference is viewed as being particularly burdensome to women because few of them have veteran status. Comptroller General Report (12) stated that as women increasingly seek employment opportunities in occupations traditionally held mostly by men, the adverse impact of veteran's preference on the potential employment of qualified women can be expected to heighten the conflict between veterans' preference and Equal Employment Opportunity.

The Veteran's Preference Act of 1944 requires that an appointing authority select from the highest three available candidates on an Office of Personnel Management certificate, unless objection to one or more candidates is made and sustained by Office of Personnel Management. This procedure is commonly referred to as the "rule of three." An agency who passes over a preference eligible on a certificate and selects an individual who is not a preference eligible must submit written reasons for passing over the preference eligible to the Office of Personnel Management for approval. Objections must be made based on reasons which would disqualify the veteran for the job in question. However, showing that a nonveteran has superior qualifications or has served in a temporary capacity in the position is not sufficient reason for passing over a qualified veteran. In some cases the highest three available eligibles will have the same score. In these cases, if one of the people is entitled to veteran's preference and the other is not it becomes a "rule of one." If the top two are veterans and the third is not, it becomes a "rule of two."

According to the Comptroller General (12), in 1975 more than half of the full time permanent employees in the Federal competitive service were

veterans, whereas veterans constituted only 22 percent of the national work force. The potential future impact of veterans' preference can in part be measured by the number of veterans in the nation. As of June 30, 1976, there were 30 million American veterans in civilian life. Of this number, 2.2 million had service connected disabilities. Practically all the veterans are male and over 95 percent of all armed service members as of September 30, 1975, were male (Comptroller General Report September 29, 1977) (12).

To determine the effect of veterans' preference on the opportunities of women to obtain Federal employment, the Comptroller General (12) conducted a review of Office of Personnel Management registers, rating schedules, and certifications to agencies. This review showed that (a) increased opportunities existed for women if veterans' preference was excluded, (b) compensating qualifications were needed for non-veteran women to offset preference to veterans, (c) few women were being certified for certain occupations by Office of Personnel Management, and (d) military retirees were at the top of several registers.

In 36 of 44 registers examined, the potential for women to be certified increased when all preference was excluded. In eight of the registers examined, there was no change in the potential for women to be certified. The increased potential representation of women varied from 2 percent to 300 percent.

The following examples were presented by the Comptroller General (12):

--In April 1975, the Internal Revenue Service in Atlanta requested a CSC certificate for grade 7 revenue agent positions. The CSC certificate contained a list of 48 individuals, all of whom were male veterans.

--In 1975 and 1976, the General Services Administration in Kansas City received eight different certificates for accounting positions. A total of 77 names were referred--70 were veterans, only 1 of whom was female. Three of the non-veterans were women.

--In August 1975, a grade 7 air traffic controller specialist certificate in Dallas was made up of 165 males (134 with preference) and 6 women (none with preference).

--In August 1975 "equal opportunity specialist" grade 5 certificate requested by the Equal Employment Opportunity Commission in Los Angeles was returned to CSC unused. The certificate referred 10 individuals (9 men and 1 woman), all of whom had preference.

The problems faced by women and all non-veterans in seeking federal employment is very well documented by the Comptroller General's report and by similar studies. When this information is analyzed and compared to studies of unique problems faced by Vietnam Era veterans, there is clearly a conflict. As often happens, a solution of a problem for one group is another problem or increased aggravation of an old problem for another group.

VI. RESULTS

The purpose of this study was to ascertain whether or not the Veteran's Readjustment Program at the U.S. Army Missile Command was a serious barrier to employment opportunities for white females. Effects on black females were not studied because black females and black males are considered together under existing Federal Equal Employment Opportunity and Affirmative Action programs.

The population considered in this study included all of the people hired from outside Government service into the U.S. Army Missile Command, grades 1 through 7, from fiscal year 78 through fiscal year 84. Pay grades 1 through 7 are the grades to which Vietnam Era Veterans are eligible for appointment through the Veteran's Readjustment Program. The principle pay system in the Federal service is divided into 18 grades or levels with grade 1 representing the lower level (i.e., routine, repetitive duties) and grade 18 the upper level (i.e., high level managerial positions). Grades 1 through 7 typically represent clerical, and entry level professional/administrative positions. Total hires by race, sex, and veteran's status for traditional Office of Personnel Management recruitment procedures as well as total hires by race, sex, veteran's status through the Veteran's Readjustment Program were considered. The use of the total population recruited through these two programs eliminated the need for inferring results from statistical sampling methods used in most research studies of this nature. Arvey (15) suggests results obtained through typical statistical sample sizes of the larger population may be inadequate for indicating actual changes. Utilization of the total population from both recruitment sources provided a direct comparision of percentages of white females recruited through both programs. This study considered a difference of 5 percent from one program to another as significant.

Recruitment data for fiscal year 78 through fiscal year 84 for the Veteran's Readjustment Program was compared against all other recruitment data for the same time frame for appointments grades 1 through 7 from outside the Government. Mean percentages were developed by year from each program, and a comparison was made to determine if there was a 5 percent difference in the percentage of recruitment by categories, by programs. A mean percentage of all 7 fiscal years was developed to provide an overall comparison.

Table 1 compares the percentages of white females recruited to the U.S. Army Missile Command through the Veteran's Readjustment Program to the percentages of white females recruited through all other procedures for the period fiscal year 78 through fiscal year 84. As depicted in this table, over 5 percent more white females were recruited through all other recruitment procedures than through the Veteran's Readjustment Program in each of the 7 years studied. The composite mean percentage for all other recruitment procedures is 60.3 percent for white females as compared to only 5.6 percent for the Veteran's Readjustment Program.

In summary, the Veteran's Readjustment Program has been shown to be ineffective in recruiting white females when compared to all other recruit-procedures. In comparing the data for 7 years, the percentage of white

females recruited through the Veteran's Readjustment Program did not approach the percentage recruited through traditional Office of Personnel Management recruitment procedures. The Veteran's Readjustment Program is considered ineffective in recruiting white females when compared with all other recruitment procedures. In comparing the data for the period of this study, the percentage of white females recruited through the Veteran's Readjustment Program at no time approached the percentage recruited through traditional recruitment procedures.

T A B L E 1

Comparison of Percentages of White Females Recruited Through
the Veteran's Readjustment Program and Through Traditional
Office of Personnel Management Procedures

	U.S. Army Missile Command Appointments						
	FY 78 <u>N=456</u>	FY 79 <u>N=485</u>	FY 80 <u>N=505</u>	FY 81 <u>N=546</u>	FY 82 <u>N=584</u>	FY 83 <u>N=534</u>	FY 84 <u>N=684</u>
VRP appointments	28	44	74	79	59	86	44
% of total	6.1	9.0	14.7	14.5	9.8	16.1	6.4
White females hired thru VRP	1	1	3	6	5	9	1
% of VRP appointments	3.6	2.3	4.1	7.6	8.8	10.5	2.3
Mean % = 5.6							
OPM appointments	428	441	431	467	527	448	640
White females hired thru OPM procedures	306	317	284	275	296	214	318
% of OPM appointments	71.5	71.9	65.9	58.9	56.2	47.8	49.6
Mean % = 60.3							

VII. DISCUSSION

The Veteran's Readjustment Program is viewed as providing Federal managers with an efficient and effective recruitment source for positions grades 1 through 7. Because the list of eligibles is issued by the U.S. Army Missile Command Civilian Personnel Office, the time frame for recruitment is usually less than when lists of eligibles are obtained from other sources.

Managers are free to consider the Veteran's Readjustment Program as a source of eligibles and may recruit from other sources if they so desire. The fact that managers at the U.S. Army Missile Command have continued to utilize this program to fill over 10 percent of positions filled from outside government for grades 1 through 7 indicates a general acceptance of the Veteran's Readjustment Program.

Review of the literature indicated that veteran's preference in general had an adverse impact on females seeking Federal employment. The results of this study indicated that the Veteran's Readjustment Program also had an adverse effect on employment opportunities for white females. This is not seen as a reason to discontinue the Veteran's Readjustment Program because of the following facts:

1. In all but two of the fiscal years studied, white females were appointed to more than 50 percent of positions grades 1 through 7 filled from outside the government through recruitment procedures other than the Veteran's Readjustment Program. The two years falling below 50 percent had one with 47.8 percent and the other with 49.6 percent of the positions being filled by white females. This indicates that traditional Office of Personnel Management recruitment procedures offer white females sufficient opportunity to overcome adverse effects of the Veteran's Readjustment Program.

2. The percentage of white females employed at the U.S. Army Missile Command increased from 30.5 percent in FY 77 to 35.3 percent in FY 84. Based on data from the U.S. Census Bureau, the U.S. Army Missile Command achieved compliance under the Federal Equal Employment Opportunity Program when the percentage of white females in the work force reached 35.0.

VIII. IMPLICATIONS

The results of this study have implications in several areas. First of all, without a question, the Veteran's Readjustment Program as administered at the U.S. Army Missile Command had a positive impact on providing employment opportunities for Vietnam Era Veterans. Data available do not allow a statistical comparision of the number of applicants appointed through the Veteran's Readjustment Program who might have received appointments through traditional Office of Personnel Management recruitment procedures if the recruitment program had not been available.

The review of the literature supported the contention that Vietnam Era Veterans, when compared to veterans of other eras, generally do not possess the educational work experience needed to compete on a competitive basis with other veterans. Otten (1978) (16) stated that, while veteran's preference

was granted originally to help servicemen returning to civilian life make a smoother transition, World War II veterans, who should need no further help, still receive preference. Otten further concluded that retired military personnel often block office of Personnel Management registers and therefore prevent Vietnam Era Veterans from gaining employment. One means of dealing with this blockage is the Veteran's Readjustment Program which provides an exception to traditional procedures.

The data indicated that the Veteran's Readjustment Program hinders equal employment opportunity for white females as does veterans' preference in general. As long as white female applicants are being appointed to Federal positions (grades 1 through 7) through traditional Office of Personnel Management recruitment procedures in the percentages indicated during the period of this study, no special impact problem is anticipated.

RECOMMENDATIONS FOR FURTHER STUDY

It is recommended that in-depth studies such as the one completed by this research be conducted at other Government installations and the results of the studies be furnished the Department of the Army for analysis. It is also recommended that a study be conducted at the U.S. Army Missile Command as to how effectively employees recruited through the Veteran's Readjustment Program perform compared to employees in similar or same positions who were recruited through traditional Office of Personnel Management recruitment procedures.

Other special emphasis programs, both within the Federal Government and outside, should undergo a thorough analysis to determine if Equal Employment Opportunity is receiving proper emphasis. Possible adverse effects on other groups should be analyzed.

Even though black females and black males are considered together in equal employment opportunity and affirmative action program, black females have not been drafted and as a result would probably have many of the same problems as white females in the area of veterans' preference. It is recommended that a study be conducted to determine how black females fare in programs designed especially for veterans.

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DEFINITION OF TERMS

The following terms are used in this study within the context defined below:

Adverse Impact--A lower rate of selection for a racial, ethnic, or sex group compared to all other groups.

Affirmative Action Plan--An EEO plan for development of employment goals for minorities and women and timetables for their accomplishment.

Certification--The process by which the Office of Personnel Management prepares a list, or certificate, of the names of eligible applicants from a register and sends it to an agency for appointment consideration.

Competitive Position--A position in which relative qualifications of applicants are measured.

Eligible--Any applicant who meets the minimum entrance requirements and is rated "eligible" for Federal employment or receives a numerical rating of 70 points or more on a CSC examination.

Examination--A means of measuring, in a practical suitable manner, the qualifications of applicants for employment in specific positions in the Federal service.

General Schedule (GS)--The graded pay system for Federal employees established under the Classification Act of 1949, as amended.

Mid-Level Positions--A variety of administrative, staff, and technical positions at grades GS-9 through GS-12.

Preference Eligible--An individual who has been honorably discharged from a period of active military service; also certain wives, husbands, widows, widowers, and mothers of veterans.

Rating--A measure of merit of an applicant in an examination. It is expressed as "eligible", "ineligible", or if eligible, on a scale of 70 to 100.

Register--A list of eligible applicants compiled in order of relative standing for certification. Same as "eligible" list.

Wage Grade (WG)--Positions in trades, crafts, or labor occupations covered by the Coordinated Federal Wage System with pay fixed and adjusted administratively from time to time in accordance with prevailing rates.

Fiscal Year (FY)--Period commencing October 1 and running through September 30 of the following year.

Civil Service Commission--Name changed to Office of Personnel Management in 1978.

Office of Personnel Management--Government Agency responsible for administering the Federal personnel system.

Vietnam Era Veteran--Any veteran who served in the U.S. Armed Forces during the period August 5, 1964 to May 7, 1975.

Underrepresentation--A situation in which the percentages of a minority group within a category of civil service employment is less than its equivalent percentage within the labor force of the country as determined under the most recent decennial or mid-decade census or current population survey taken under Title 13 of the U.S. Code.

Race/National Origin/Sex--Number of qualified or qualifiable persons of each race or national origin and sex origin in the geographic labor market.

Equal Employment Opportunity--Means equal access to all rights and responsibilities of employment without regard to race, religion, national origin or sex.

Affirmative Action--Generally refers to actions designed to make opportunities available to groups previously denied them (i.e., to assure equality of opportunity) and/or to correct the representation imbalances resulting from past inequities.

Civilian Labor Force--The overall proportion of each race, national origin and sex origin group in the total civilian labor force, as defined by the U.S. Department of Labor without regard to specific occupations or qualifications.

Relevant Labor Force--The proportion that each race, national origin and sex origin group comprises of those persons who are qualified or qualifiable for a particular occupation, including different wage levels within the occupation.

Other Veterans--For purposes of this study refers to veterans hired into the work force at the U.S. Army Missile Command through traditional Office of Personnel Management recruitment procedures.

Traditional Office of Personnel Management Recruitment Procedures--For purposes of this study refers to recruitment and selection procedures other than the Veteran's Readjustment Program.

APPENDIX *

SPECIAL ADJUSTMENT PROBLEMS OF VIETNAM ERA VETERANS

Cleland (A-1) stated that one of the biggest problems faced by Vietnam veterans is that unlike other wars the country has been unable to separate the war from the warriors. Cleland quotes Bill Moyers who was a top aid to President Johnson as saying that the country was going through a national nervous breakdown. Cleland stated that while four out of five Vietnam veterans are better employed than their peers who didn't go into military service, that benefits need to be tailored to the one out of five who have been unable to adjust.

Marian (A-2) stated that while Vietnam Veterans public complaints are varied and familiar and all have some degree of validity, there are two crucial aspects of veterans suffering that no one seems to want to confront. The first is identified as profound moral distress arising from the realization that one has committed acts with real and terrible consequences. The second is the inadequacy of the prevailing cultural wisdom, models of human nature, and modes of therapy to explain moral pain or provide ways of dealing with it. As time passes more and more stories concerning atrocities and slaughter are heard. While it did not happen everywhere in Vietnam, the ordinary rules of war were often broken.

Marian stated that as a society we seem to have a few useful ways to approach moral pain or guilt. It remains a form of neurosis or a pathological symptom, something to escape rather than something to learn from. Moral guilt seems to be viewed as a disease rather than an appropriate painful response to the past.

Wilke (A-3) charged that servicemen while in Vietnam were treated differently than servicemen of prior conflicts and that their reception on returning home was certainly different. In World War I and II servicemen were assigned to units and usually remained in their units throughout training and overseas duty. This helped to foster a sense of comradeship and friendship. In contrast, men sent to Vietnam were usually assigned to units after their arrival and were frequently moved from unit to unit. Different departure dates made it difficult to develop cohesiveness and mutual support. The psychological isolation was aggravated by their awareness of the indifference and even contempt of many of their countrymen.

For many of the returning servicemen there was no decompression period. Servicemen in many cases found themselves back on a college campus within a week from the time they left Vietnam. There was little effort to help those who had killed other human beings deal with this fact in their lives. Veterans returned to virtually no recognition and often met with hostility and ridicule.

Morganthau, Shabad, Lord, Young, and Lubonow (A-4) quoted a study of Vietnam veterans by the Center of Policy Research in New York City, which stated that more than a third of those who saw heavy combat in Vietnam suffer a slow fuse emotional reaction that is often known as the "Vietnam Syndrome."

*Information extracted from Technical Report CPO-84-2, Conflicting Recruitment Policies; Veteran's Readjustment Program vs Equal Employment Opportunity for White Females.

Its symptoms, 10 and even 15 years after the veteran's return, are rage, guilt, flashbacks, nightmares, panic, and emotional numbing. Although the Vietnam Syndrome is more prevalent among black combat veterans, research shows that it can afflict all races, all income groups, and all personality types.

Angry Vietnam returnees argue that their main burden is the nation's wholesale refusal to welcome much less honor those who served in the only war America has lost. The public's hostile indifference has provided the veteran little support for purging memories. Morganthau, et al, charged that the Veteran's Administration, backed by studies showing that 80 percent of the Vietnam veterans had made successful transitions to civilian life, had moved slowly to provide special programs.

The notion of lasting stress has been accepted by many leading psychiatrists. A five volume study, based on 1,380 interviews across the nation, shows that the Vietnam Syndrome is more prevalent than previously believed. A crucial finding was that the persistence of stress depends much more on the veteran's exposure to combat than on the emotional stability of his childhood. In light combat, soldiers from disadvantaged backgrounds did develop more psychological problems than those who had more stable upbringings. In heavy combat all such differences disappeared; soldiers from stable backgrounds were just as likely to report delayed stress symptoms as veterans from the least stable homes. The study reported that combat related stress is largely concentrated among veterans who served after 1968, when American involvement intensified and dissent became a powerful force at home.

Morrow, Melvein, and Stoler (A-5) reported on the different homecoming reception for the Vietnam veterans as compared to World War II and the Korean War. After World War II it seemed as if the whole country went down to the docks to welcome the men home. Nothing was too good for the soldier. The bad memories were washed away in the great welcome home.

Troops returning from Korea got a muted version of the welcome. Many of the Vietnam veterans came home alone, mostly one by one. Sometimes they arrived in the middle of the night almost if they were sneaking back. Often it was an abrupt transition. A few hours earlier they had been in Vietnam.

Many Vietnam veterans believe that the Veteran's Administration is devoted to the World War II and Korean veterans. The welcome home given the Iranian hostages filled many Vietnam veterans with a sense of unfairness. Business at the 91 veteran's counseling centers drastically increased immediately following the return of the hostages.

Time (A-6) reported that Vietnam veterans returning to San Francisco in 1970 were spit on and kicked at. The U.S. sent 2,796,000 soldiers to Vietnam, of whom 303,000 were wounded and 57,147 were killed. Returning Vietnam veterans suffered a heavy physical and emotional toll because of the unpopularity of the war. Many felt that the public was down on them but should have been down on the policy makers instead. Returnees found that in many cases prospective employers were wary about hiring them. Senator Alan Cranston of California is quoted as saying that statistics that show a high percentage of Vietnam veterans as doing well are misleading. When you take a

closer look at the educationally disadvantaged, the young, the minorities, and the disabled you find serious problems. The problems are marked because the figures lump together all of the veterans of the Vietnam era while fewer than one third of them actually went to Vietnam. Those who did go tended to be the blacks, the poor, and the less educated. One million of them have not been able to find jobs that keep them fully employed. According to Cleveland State University Psychologist John Wilson, the problems are particularly acute among those who saw combat daily. Using a sample of Cleveland area Vietnam veterans, he discovered that of those who served in battle zones, 48 percent of the blacks and 39 percent of the whites are now unemployed, 31 percent of the blacks and 22 percent of the whites are now divorced.

United Press International (A-7) carried a story that reviewed a study of Vietnam veterans by New York's Center for Policy Research. The study linked heavy combat to alcohol, drug abuse, and emotional problems among veterans. This two million dollar 8 year investigation found that the emotional disorder termed "Vietnam Syndrome" can appear in veterans up to 15 years after their homecoming and affects veterans of all social backgrounds, including those with stable family situations. More than a third of the soldiers exposed to heavy combat suffered from the syndrome. Overall the study found that the syndrome was more prevalent among black combat veterans and that combat related psychological problems are largely concentrated among veterans who served after 1968, when anti-war sentiment intensified. The study also revealed that many veterans had been strengthened by their Vietnam experience and were inclined to work out their problems instead of repressing them.

Christian (A-8), the youngest second lieutenant ever to graduate from the Army's Officer Candidate School and at age 21 the Army's youngest retired Captain, related his experience upon returning to America. Christian in an 8 month tour collected two congressional Medal of Honor nominations, seven Purple Hearts, two Bronze Stars, two Silver Stars, a Distinguished Service Cross, two Vietnamese Crosses of Galantry and a chest full of other medals. While he was at Rutgers law school, Jane Fonda was brought in to protest him being there. Christian related the hostile reception that he received from many students and professors. He called on the Government to extend the 10 year limit on Vietnam veteran's educational benefits.

Andronicos (A-9) reported that both the American Legion and the Veterans of Foreign Wars have charged that there has been a marked deterioration in recent years of the Labor Department's Veterans Employment service which is responsible for assuring employment opportunities for veterans. Andronicos stated concern has developed that pressures brought by minorities and women may lead to a de-emphasis in veteran preference and weaken the opportunities for veterans to get Government jobs.

Otten (A-10) charged that members of Congress are unwilling to buck the veteran's lobby. He states that legislation pushed by veteran's organizations in some cases actually work against the interests of Vietnam Era veterans. He stated that World War II and Korean War veterans often get better ratings for government positions and therefore get selected in lieu of Vietnam Era veterans.

O'Brien, Nace, and Myers (A-11) conducted a study of Vietnam veterans in an effort to clarify the impact of drug abuse in Vietnam on the adjustment of veterans to civilian life. Since all servicemen involved in the Vietnam conflict were exposed to illicit drugs and screening exams administered prior to exit from the country revealed that some used significant amounts, O'Brien et al, wanted to determine if the men with a history of drug use had a more difficult adjustment to civilian life.

The adjustment period looked at by O'Brien et al was a period of 2 to 3 years after discharge from military service. The drug abuse sample was drawn from admission folders of soldiers from the Philadelphia area who were treated at two drug centers in Vietnam. The nondrug abuse samples were drawn from nondrug admissions to Army hospitals in Vietnam. Rate of unemployment, marital instability and alcohol use were higher for the drug abuser. The score on the Beck Depression Inventory was more than 4 points higher for the drug abuser.

The U.S. Department of Labor (A-12) conducted a study of the job situation of VEV's for the period 1970 through 1974 and found that, while unemployment rates of older Vietnam veterans approximated non-veterans, younger VEV's (ages 20 - 24 years) had considerably higher unemployment rates. The study showed that black veterans had a considerably harder time than white veterans in finding employment and, during part of this period, the unemployment rate of black veterans was twice as high as for white veterans. The study found that the median income for veterans aged 20 to 24 was higher for veterans than non-veterans. Part of this difference was attributed to military and veterans payments. Even during periods when unemployment among veterans and non-veterans was about equal, the veterans had a higher proportion who were re-entrants or new entrants to the work force as compared to non-veterans who were often unemployed because of plant closing, dismissal, expiration of temporary jobs, etc.

The Veterans Administration (A-13) conducted a study which focused on the educational and income characteristics of veterans. In 1977, families headed by male war veterans had a median income of \$19,800 compared with \$15,540 median income of non-veteran-headed families. This study stated that income level was highly related to both age and level of education just as it had been in prior census surveys. For age levels within each educational attainment group (elementary, high school, college), the median income of veterans generally was higher than for their non-veteran counterparts. Historically, veterans have had higher educational attainment than non-veterans, and this was attributed to the effect of post-service readjustment benefits as well as the selection process that potential servicemen face when they enter military service. The study concluded that while veterans as a whole had more education than non-veterans in March 1978, the difference was mainly a result of higher educational attainment of the older veterans. Younger veterans have less education than their non-veteran counterparts, a fact that may result from their reduced educational opportunities while in service as much as from the effect of educational deferments among the non-veterans. By the time younger veterans age into their middle 30's, programs such as Educational Assistance have helped them to make up much of the difference in education between themselves and non-veterans. The report stated that, among both veterans and non-veterans, higher income went hand in hand with higher levels of educational attainment.

The Employment and Training Report of the President (A-14) stated that, in FY 80, VEV's aged 25 to 29 had an unemployment rate of 8.9 percent while their non-veteran counterparts had an unemployment rate of 6.8 percent. There was little difference in unemployment rates among veterans and non-veterans in older age groups. Despite their shrinking number, younger VEV's continue to represent a labor market group with significant employment difficulties. In FY 80, the jobless rate of VEV's aged 20 to 24 was 14.7 percent as compared to 10.8 percent for the 20- 24-year-old non-veteran counterparts. The unemployment rate of black veterans was higher than that of white veterans. The unemployment rate for 25- to 39-year old black (and other racial minorities) veterans averaged 10.9 percent in FY 80, more than twice the 4.8 percent rate of white veterans.

Kennedy (A-15) researched the success of blacks in obtaining employment at the U.S. Army Missile Command through the Veteran's Readjustment Program as compared to the normal recruitment channels. It was determined that blacks received a larger percentage of appointments from outside government, grades 1 through 7, through the Veteran's Readjustment Program than through normal recruitment procedures.

The review of the literature revealed that VEV's face unique adjustment problems and many researchers believe these problems are directly associated with their service in Vietnam. These problems are varied and include such things as alcoholism, drug addiction high rates of unemployment, high divorce rates, high incidence of mental illness, etc. Without question VEV's are a special population within the U.S. that have special problems. Society has determined that these problems deserve and require special interventions.

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